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UNITED STATES GENERAL ACCOUNTING OFFICE
WASHINGTON, D.C. 20548

FEDERAL PERSONNEL AND
COMPENSATION DIVISION



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Dear Mr. Secretary:

The purpose of this report is to alert officials in the Department of Defense (DOD) to the lack of effective coordinated or centralized management control of closed-circuit television (CCTV) used in DOD for training and education. This lack of control has resulted in duplicate production of training tapes; acquisition by the military services of different types of equipment for similar uses; and inefficient use of production personnel, equipment, and facilities.

4 We conducted this survey because the House Committee on Appropriations expressed interest in DOD's audiovisual activities and operations and because the services had a proliferation of audiovisual equipment and planned to procure more. H 300

We visited Army, Navy, and Air Force headquarters offices, training commands, and selected military installations to evaluate management control--in each service and between services--of requirements for, and acquisition and use of, educational television equipment and facilities.

CCTV equipment is used for producing training tapes and films and for showing these films on television sets. Service officials informed us that generally films and tapes produced by television techniques are much less costly than those produced by motion picture techniques. The quality of the finished product depends on the type of equipment used and the skill and talent of the production staff.

The cumulative acquisition cost of the existing inventory of CCTV equipment used for education and training in the Army, Navy, and Air Force totaled about \$27.3 million through the end of fiscal year 1972. Estimated personnel costs for operating and maintaining this equipment in fiscal year 1972 were about \$8.1 million. Although most of the services' equipment is black and white, the Army and the Air Force are implementing plans to convert to more costly color equipment by 1975, and the Navy is considering it.

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In 1967 a DOD study group issued a report on audiovisual activities of the various services. The report stated that management of audiovisual activities was fragmented and that joint review boards had not functioned properly, which had duplicated effort among the various services. The report recommended the establishment of an Office of Audio-Visual Activities under an appropriate Assistant Secretary of Defense. On August 14, 1967, the Assistant Secretary of Defense (Administration) was assigned primary responsibility for managing audiovisual activities and for providing DOD-wide policy control and guidance related to facilities, personnel, equipment and supplies, and procurement in the audiovisual functional areas, including television. These responsibilities were subsequently transferred to the Assistant Secretary of Defense (Comptroller).

In a letter to the Assistant Secretary of Defense (Comptroller), dated February 16, 1972, we pointed out that effort was being duplicated in producing motion picture training films. In a letter dated March 3, 1972, the Assistant Secretary responded that progress had been made in reviewing films and that plans were being developed to coordinate all audiovisual activities.

At a meeting on August 28, 1972, the Staff Assistant for Audio-Visual Activities in the Office of the Assistant Secretary of Defense (Comptroller) informed us that plans were being made to consolidate all audiovisual activities of the military departments and the Defense agencies. These plans, to be issued in a DOD directive, include establishment of a DOD Audio-Visual Committee having responsibility for advising the Assistant Secretary of Defense (Comptroller) on audiovisual matters, specifically CCTV equipment used in training and education.

DUPLICATION OF EFFORT IN
PRODUCING TRAINING TAPES

The production of television video tapes by CCTV studios has had little or no coordination either in a service or between services. Generally, video tapes usable by several

services were produced independently, and most studios we visited did not have catalogs of tapes produced by other services.

We compared 174 tapes on electronic specialities listed in an Army catalog with 109 tapes on this subject listed in an Air Force catalog. From this comparison we identified 35 black and white tapes which, although prepared independently, were on the same subjects and which had a total running time of 582 minutes. Examples follow.

<u>Army-produced tapes</u>	<u>Minutes</u>	<u>Air Force-produced tapes</u>	<u>Minutes</u>
Direct-current generators	23	Direct-current generators	22
Introduction to electricity--ammeter	35	Use of ammeter	30
Electromagnetism	15	Electromagnetism	25
Magnetism	26	Magnetism	34
Principles of electricity--Ohm's law	13	Ohm's law	20

Air Force and Army officials estimated that costs of black and white production averaged about \$150 a minute and that color productions would be substantially more costly. Therefore, the tapes we identified as duplicative represent unnecessary costs of about \$87,300. If the tapes were reproduced in color by each service, the costs would be much greater and even greater if reproduction efforts were not coordinated.

Since the catalogs we examined list several thousand tapes, we believe that tapes on other common subjects have been produced independently by the various services.

ACQUISITION OF DIFFERENT EQUIPMENT FOR SIMILAR USES

The services have individually tested, and are acquiring, different types of new audiovisual equipment for similar education and training applications. As a result they are making

no effort to reduce costs by jointly testing new audiovisual equipment to permit all services to properly assess what equipment is becoming available, is best suited to their needs, and is most cost effective.

As an example, the Army bought three-fourths-inch video-cassette systems after extensive tests which were limited to the equipment's durability. One of the systems' applications was for self-paced instruction. The Army had not evaluated less costly alternative systems--super 8-millimeter film cartridge projectors. The Air Force was aware of the Army's program but decided to independently test the video-cassette systems and the super 8-millimeter projectors prior to choosing the latter for self-paced instruction. Meanwhile, the Navy selected the super 8-millimeter projectors for certain shipboard training. The Chief of Naval Training had not tested the video-cassette systems.

Although independent choices may be justifiable in certain circumstances, we believe adequate joint-service consideration of alternative equipment to accomplish similar training tasks can be expected to reduce testing costs and to avoid expenditures for equipment which is not best suited to user needs.

INEFFICIENT USE OF PRODUCTION PERSONNEL, EQUIPMENT, AND FACILITIES

Each of the military services has incurred significant investment and operating costs in operating its own CCTV production studios, although some studios are located in close proximity to one another and are not fully used and although the specially skilled operating personnel required are in short supply.

There are 33 major CCTV production studios in the military services. (See appendix.) Some of these studios are in close proximity to one another and are operated by the same or a different military service. For example, there are seven major Army and Air Force production studios in Texas and

Oklahoma and four major Navy and Air Force production studios in California. Some of the studios we visited did not have enough workload to justify a separate production facility. One of these was the television studio at Tinker Air Force Base. Air Force officials advised us that, unless greater use was made of the studio, they would close it. In addition, the Naval Training Command has proposed to significantly reduce its production studios due to poor usage and lack of qualified personnel.

Our observations indicate that, if studios were consolidated on a regional basis, available skilled manpower and facilities could be more efficiently used. Interservice agreements providing for joint use of regional studios could provide needed services and qualified personnel for all installations, including those whose requirements are insufficient to justify separate studios.

CONCLUSIONS AND RECOMMENDATIONS

Because of the (1) inefficient use of television production personnel and equipment, (2) duplication of training tapes, (3) planned conversion from black and white to more costly color equipment, and (4) management problems described above, DOD needs to provide more aggressive centralized direction to the services to obtain maximum use of such equipment for meeting training needs and to avoid unnecessary increases in costs.

We recommend that the Secretary of Defense

- establish a centralized catalog for training tapes and require each of the military services to obtain approval for production of new tapes,
- prescribe a system for monitoring the tape libraries established by the military services,
- provide for joint CCTV equipment testing programs, and

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--initiate efforts to obtain interservice support agreements for joint use of regional studios and highly skilled personnel for television productions.

Officials in the Office of the Assistant Secretary of Defense (Comptroller) with whom we reviewed a draft of this report stated that they generally agreed with the facts presented and with the thrust of our recommendations. They believed that the DOD directive which was being prepared would substantially improve the system of management controls and would result in more effective and efficient utilization of CCTV resources in DOD.

12-5 Copies of this letter are being sent to the Secretaries of the Army, Navy, and Air Force; the Director, Office of Management and Budget; and the House and Senate Committees on Appropriations, Armed Services, and Government Operations. S300
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Sincerely yours,

Thomas D. Morris

T. D. Morris
Acting Director,
Federal Personnel and
Compensation Division

The Honorable
The Secretary of Defense

BEST DOCUMENT AVAILABLE

MAJOR CLOSED CIRCUIT TV PRODUCTION STUDIOS

